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ABSTRACT

The major purpose of this inquiry is to examine the impact of Chapter 1 services on the School District of Philadelphia since the inception of the program in 1965-66. In addition, the study provides an overview of the Chapter 1 program's impact as the school district's largest and most long-standing remediation program. More specifically, the study describes the following: (1) the history of federal compensatory services as reflected in the local program; (2) the impact of legislation, court cases, and Pennsylvania state regulations upon local programs and services; (3) programmatic decision making and change in Philadelphia's Chapter 1 program; (4) linkage between participation in Chapter 1 programming and academic achievement; and (5) recommendations concerning instructional designs that enhance student achievement and provide a model for insuring program improvement. Three graphs and five tables are presented. (TJH)

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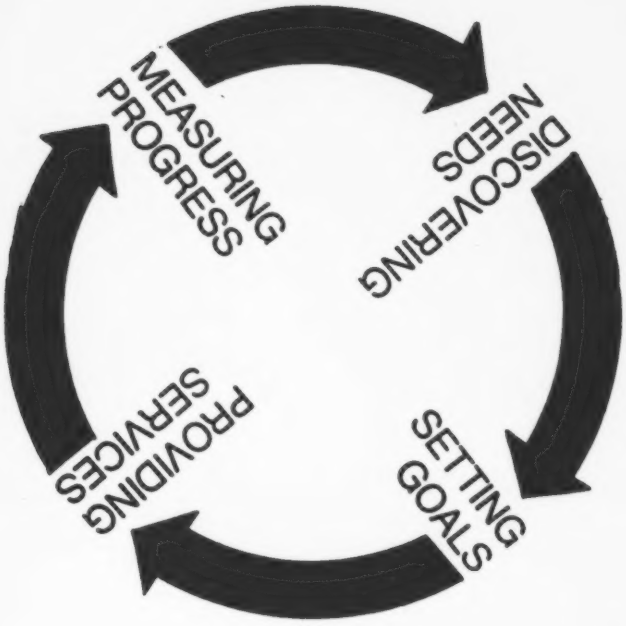
A Perspective on Chapter 1

The School District of Philadelphia's Program



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JANUARY, 1988

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DESIGN OF THE INQUIRY

The major purpose of this inquiry is to examine the impact of Chapter 1 services since the program's inception in 1965-1966 and provide an overview of Chapter 1's impact as the School District 's largest and most long-standing remediation program

- The Chapter 1 Program affects 162 schools and more than 50,000 children by providing services to those having the lowest academic achievement in schools having the greatest concentration of pupils from low-income families. As a 50 million dollar supplemental grant, Chapter 1 has the potential for enormous impact.

- Local evaluations have shown that approximately half of the participants in most projects improve performance on standardized tests annually.

- There are no clear cut winner or loser projects.

The five tasks for this inquiry were:

- To describe the history of federal compensatory services as reflected in the local program.

- To examine the impact of legislation, court cases, and Pennsylvania state regulations upon local programs and services.

- To provide descriptive data concerning programmatic decision making and change in Philadelphia's Chapter 1 program.

- To determine if participation in Chapter 1 is linked with academic achievement.

- To present recommendations concerning instructional designs which enhance pupil achievement and provide a model for insuring program improvement.

The balance of this paper responds to the five tasks and is organized in four major sections.

- The Setting
- Program Implementation and Decision Making
- Outcomes and Successful Practices
- Future Considerations

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THE SETTING

This section focuses on the history of Chapter 1 and examines the impact of legislation court cases and regulations on Philadelphia's program.

Questions:

1. What was the intent of ESEA Chapter 1 and its significance as a federal education policy?

2. What are the basic provisions of the law and how have these been amended since its passage?

3. What role has parent participation had in shaping the local program?

4. What are the current eligibility criteria for Chapter 1?

5. How does the selection of Chapter 1 eligibility cut-off scores influence the number of children served?

6. What is the annual application and funding process?

7. What has been the Pennsylvania Department of Education's role in administering Chapter 1, and what state requirements affect Philadelphia's program?

8. How does The Pennsylvania Department of Education evaluate Philadelphia's Chapter 1 program and how do they act on the results?

9. What changes will the pending congressional reauthorization act bring?

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1. What is the intent of ESEA Chapter 1 and what is its significance as a federal education policy?

. Chapter 1, originally Title I, was designed to provide financial assistance to state and local educational agencies in order to meet the special needs of educationally deprived children from low income families.

. Chapter 1's significance as federal policy lies in its role as a tool designed to reach poor, low-achieving students while respecting the state education agency's rights as the primary source of responsibility for education in the state. State education agencies are used as the funding vehicle.

Comment:

. Although federal support of education may be traced to the Land Ordinance of 1785, substantial comprehensive assistance at the elementary and secondary levels did not take place until the early 1960's. This infusion of aid came about because the Great Depression, World War II, improved technology, the baby boom, the Civil Rights Act and the War on Poverty led to dramatic changes in the American way of life. These changes produced a new society which demanded federal support in all areas, especially education. Chapter 1 was designed to provide this support.

2. What are the basic provisions of the law and how have these been amended since its passage?

Initial Provisions

- Congress passed the original legislation to help poor children raise their achievement levels through imaginative, novel educational strategies.

- Chapter 1 provides assistance through a two-stage selection process. First, schools are selected according to the concentration of economically deprived families. Second, students are selected based on low achievement.

- Low-achievement was defined as functioning below the expected level for one's age/grade group. Expected level is determined by state and local definition.

- Funds are transmitted to state education agencies in the form of categorical grants with precise formulas for disbursements and guidelines for use.

- The local education agency is expected to maintain its fiscal efforts for all students. Chapter 1 activities must supplement the educational program, not supplant it. For example, if all elementary schools have language skills teachers, Chapter 1 cannot fund those staff in the Chapter 1 schools, but it could provide additional services.

- Chapter 1 programs must be of sufficient size, scope and quality to have a reasonable chance of success.

- Selection of schools is based on free or reduced price lunch counts in most school districts. Philadelphia uses the percent of families receiving aid to families with dependent children (AFDC).

- Services are provided primarily for reading and mathematics, Funds can also be used for language arts, children with limited english proficiency, mainstreamed handicapped students, vocational education, guidance, health, transportation and facilities.

- Nationally, about 10 percent of the student population receives Chapter 1 service with a range of 4 to 20 percent from state to state. Locally, about 37 percent of the students receives Chapter 1 service.

Reauthorizations and Court Rulings

. Reauthorizations have clarified Chapter 1 regulations regarding allocations to local districts, selection of target populations, maintenance of effort and supplantation.

. As a result of adjustments in disbursement procedures brought about by court decisions, project administrators have found that their accounting and reporting responsibilities have increased while their decision making flexibility decreased.

. In 1973, a class action suit was brought against the state for inadequate and inappropriate administraton of Philadelphia's Chapter 1 program. The case, Nicholson Vs. Pittenger, required that:

  - A committee of three oversee Chapter 1 program activities.

  - Additional reading instruction be provided in secondary schools.

  - Smaller class size be provided in secondary schools for reading instruction.

  - The Chapter 1 secondary mathematics program be expanded by mandating the assignment of mathematics specialist teachers to eligible schools.

  - Parents of Chapter 1 students be sent letters citing achievement levels.

  - Breakfast be provided to Chapter 1 students.

3. What role has parent participation had in shaping the local program?

During the early years, Congress increased the precision of the language with each reauthorization of the original law. This action progressively strengthened the parental involvement component. Within this time period:

- District-wide parent advisory councils (PACS) were mandated.
- PACS were required to help in the planning, development and operation of the program.
- LEAs were required to provide technical assistance, information and training to assist PACs in performing their tasks.
- The 1978 Amendments to Title I mandated a minimum number of members per PAC, terms of office and specific election procedures. Many LEAs viewed these regulations as an encroachment on local prerogatives and as an administrative burden.

Dissatisfaction with the 1978 requirements was communicated to Congress. Thus, when Title I was reauthorized as Chapter 1 in 1981, Congress reduced or eliminated many requirements.

- Chapter 1 weakened parental involvement by eliminating the PAC requirement.
- The 1983 Technical Amendments strengthened parental involvement slightly by reinstituting annual public meetings and allowing the LEA to fund reasonable additional activities.
- A significant decline in PAC number and activities was reported in the 1984 Children's Defense Fund Study.

Comments:

- The degree of parental involvement is directly related to a specific mandate.
- "The decline in parental participation is unfortunate because much current research indicates that such involvement plays a vital role in children's achievement" (Plunkett, 1986).
- High to moderate parental involvement was found in 5 LEAs cited as exemplary by the U.S. Department of Education.
- The reauthorization act expands continues the parental participation requirement but fails to mandate PACs.
- Reduced parental participation may diminish the lobbying potential of parents in support of the Chapter 1 program.
- Family background and involvement in the education of their children contribute more to student achievement than any other single factor.

4. What are the current eligibility criteria for Chapter 1?

In Philadelphia, if the percentage of AFDC pupils attending a given school equals or exceeds the city-wide average (39.2%), the school is Chapter 1 eligible.

CITY-WIDE DISTRIBUTION OF CHAPTER 1 ELIGIBLE SCHOOLS

District	Elementary	Jr/Middle	High	Not Eligible
1	23	5	2	7
2	23	4	4	8
4	21	4	2	8
5	25	5	3	9
6	13	1	0	20
7	11	3	0	22

NOTE: There are no Chapter 1 Eligible Schools in District 8 because no District 8 school meets the AFDC criterion.

Pupil eligibility is established via the city-wide tests. K-6 students scoring below the 50th national percentile rank (NPR) and 7-12 students scoring below the 26th NPR on the reading and/or the mathematics tests are considered eligible for the appropriate service.

CITY-WIDE DISTRIBUTION OF CHAPTER 1 ELIGIBLE PUPILS IN CHAPTER 1 SCHOOLS

District	Number Eligible	Percent Eligible
1	14,862	50.9
2	12,559	49.6
4	13,363	47.0
5	16,557	54.6
6	6,705	24.4
7	7,908	25.9

5. How does the selection of Chapter 1 eligibility cut-off scores influence the number of children served?

THE NUMBERS OF ELIGIBLE PUPILS ASSOCIATED WITH SELECTED CWT PERCENTILE CUTOFF SCORES

Criterion Scores Below	Number of Pupils	
	Reading	Mathematics
Grades 1-5		
* 50th %ile	36,899	27,557
40th %ile	31,341	23,129
30th %ile	23,995	18,534
20th %ile	14,858	13,801
Grades 6-12		
* 26 %ile	13,700	11,144
20 %ile	9,767	8,028

* Current criteria for Chapter 1 eligibility.

Comments:

- Lowering the cut-off score reduces the number of eligible pupils.
- Reducing the number of eligible pupils could provide the opportunity for concentrating resources on those who are served.

6. What is the annual application and funding process?

- The School District of Philadelphia, along with other districts throughout the Commonwealth, is required to submit an application for Chapter 1 funds every three years.

- Because of the nature, size and scope of the Philadelphia program, the School District of Philadelphia is required to make submissions annually.

- The application must provide information and data reflecting the district's needs assessment for the Chapter 1 student population school eligibility data, and estimates of the number of students who will participate in the Chapter 1 program by school attendance area.

- In addition, detailed program objectives reflecting anticipated student achievement gains in reading and mathematics, project descriptions for each activity, and evaluation instruments must be provided in the application. The application also includes a budget which specifies public and nonpublic school expenditures.

- Subsequent to the state's review of the school district's Chapter 1 Application in June of the school year, additional information may have to be provided to the State in order to receive approval. This information may range from answering questions regarding the above matters to providing additional data. In some instances, it may be necessary to modify and rewrite certain portions of the program application.

- Once this process has been completed, written approval by PDE follows, and regular payments can begin.

7. What has been the Pennsylvania Department of Education's role in administering Chapter 1, and what state requirements affect Philadelphia's program?

The Pennsylvania Department of Education (PDE) is authorized by the United States Department of Education to administer Chapter 1 in the state using information provided by local school districts.

- PDE applies for Chapter 1 funds with the U.S. Department of Education.
- PDE reviews and approves the School District's Chapter 1 application on an annual basis.
- PDE conducts an annual on-site evaluation of the Chapter 1 program.
- PDE maintains fiscal and programmatic records regarding the Philadelphia program.
- PDE submits assurances and reports to the Department of Education that Chapter 1 regulations in the School District are being followed.
- PDE submits reports regarding student achievement, implementation, and other information to the Office of Education in Washington.

State requirements (beyond federal mandates) affecting Philadelphia's program include:

- Nonpublic school authority sign-off for the application.
- A staff-pupil ratio of approximately 1 to 5. If a ratio is in in excess of 1 to 10, State review and approval is necessary.
- Limiting Chapter 1 supportive services (e.g., counseling, social work) to not more than 25% of the Chapter 1 student participants in Chapter 1 instructional program services.
- Reporting per pupil expenditures in order to assure program comparability within a 10% variance for schools throughout the district.

8. How does the Pennsylvania Department of Education evaluate Philadelphia's Chapter 1 Program?

Major elements of the state's Chapter 1 evaluation activities:

- PDE reviews the district's Application for Chapter 1 Funds.
- It conducts an annual on-site 3 day monitoring visit using the PDE Chapter 1, ECIA Program Review Form. Chapter 1 staff from PDE and other school districts perform this task.
- PDE requires the district to submit annually a computer file containing individual service records and standardized test information for Chapter 1 participants.

Comments:

- The focus of the state evaluation is compliance. Program quality is viewed as an outgrowth of the degree to which the LEA adheres to the SEA's guidelines.
- PDE expects that the standardized test data and the results of the on-site visit will be reviewed with appropriate LEA staff.
- Written responses of findings and recommendations are required within 30 days of the receipt of the state report.
- Federal regulations require only that students be performing below grade level in order to be Chapter 1 eligible. In Pennsylvania, except for Philadelphia, participants must be at least one year below grade level. That is, Philadelphia serves students who would not be eligible in other districts.

9. What changes will the pending congressional reauthorization act bring?

The reauthorization act will:

- Continue the previous funding patterns. Changes in the appeal process dealing with audit operations may be more beneficial to the School District.
- Permit funding to follow eligible children transferred to ineligible schools as part of a desegregation plan.
- Provide funds for training teachers and librarians who are not paid with Chapter 1 funds.
- Provide incentive payments to schools which demonstrate significant progress.
- Allow non-achievement outcome measures as indicators of effectiveness at the secondary level.
- Require program restructuring when pupils do not achieve.
  - For one year -- the LEA must develop/implement an improvement plan which has been shared with the school board, SEA and parents of Chapter 1 children.
  - For two consecutive years -- LEA, SEA, and parents must develop/implement a joint plan until improvement is sustained for more than 1 year.
  - The SEA must provide technical assistance relative to student improvement activities.

PROGRAM IMPLEMENTATION AND DECISION MAKING

This section describes the implementation of Philadelphia's program and the decision making process which has shaped it.

Questions:

10. How did Philadelphia use its Chapter 1 funds initially?

11. What changes in Philadelphia's Chapter 1 program have occurred since its inception, and what caused the changes?

12. How is Chapter 1 evaluated?

13. What Chapter 1 programs have been discontinued because of poor evaluations?

14. How are decisions made about Chapter 1 projects?

15. How are Chapter 1 funds allocated for 1987-1988?

Data Sources:

Interviews of Chapter 1 administrators and project directors.

Chapter 1 Digests of Evaluation and Chapter 1 Annual Reports 1965-1986.

10. How did Philadelphia use its Chapter 1 funds initially?

- The School District of Philadelphia used its original Chapter 1 allocation to support a wide range of programs. These programs addressed perceived student needs in the basic skills and affective areas.

- Programs designed to provide assistance in language arts and mathematics were funded in Chapter 1's first year. These programs not only continue today but serve as the dominant program component.

- In the grant's early years, educators developed programs within a variety of different instructional settings. Many of these programs focused on individualization of instruction.

11. What changes in Philadelphia's Chapter 1 program have occurred since its inception, and what caused the changes?

Changes:

- Projects included in Philadelphia's Chapter 1 program from FY 1966 to FY 1987 are shown in Tables 1 and 2 on the following pages.
- From mid-1960's to mid 1970's - A number of Chapter 1 projects included far more than the basic skills, e.g., the arts, community based programs, affective programs, experimental programs.
- From the mid 1970's to mid 1980's - Chapter 1 focused on basic skills in a pull-out setting. The emphasis on secondary school service increased.
- In the mid 1980's - Service delivery began to change from pull-out programs to services integrated with the regular classroom program, e.g., the specialist going into the classroom, or to services that had a school-wide focus.

Causes:

- The individual philosophy/priority of each superintendent. For example, Dr. Shedd encouraged a decentralized organization and a high tolerance for individual initiative. Moreover, he encouraged experimental approaches. Dr. Marcase had a centralized organization which resulted in more uniformity in the basic skills, district wide.
- The Nicholson v. Pittinger court case. Many of the smaller creative and community-based, non-basic skills programs were eliminated at this time. Emphasis was placed on basic skill development at the secondary level.
- State and federal regulations. Personnel at the state level created an interpretive barrier between the intent of the law at the federal level and the implementation at the local level.
- Recent changes in regulations have permitted school-wide projects and alternative service delivery models.
- Individual influence. Board members, City Council members, and influential community member often championed programs. Less often, programs developed from the input of the field, project staff, or curriculum staff.

TABLE 1

CHAPTER I PROJECTS IN THE PUBLIC SCHOOLS FROM 1965 THROUGH 1987 - OPERATING YEARS

CATEGORY	NAME OF PROJECT	YEAR STARTED	YEAR ENDED	66	67	68	69	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85	86	87
A	AFFECTIVE EDUCATION	1968	1987			X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
A	ALTERNATIVE PROGRAMS	1972	1977							X	X	X	X	X	X										
C	ACADEMICALLY ABLE STUDENTS	1966	1969	X	X	X	X																		
C	COUNSELOR AIDES	1966	1974	X	X	X	X	X	X	X	X	X													
C	COLLEGE PLACEMENT	1966	1974	X	X	X	X	X	X	X	X	X													
EC	PROJECT BRIDGE	1976	1979											X	X	X	X								
EC	WALNUT CENTER	1966	1976	X	X	X	X	X	X	X	X	X	X	X											
EC	FOLLOW THROUGH	1966	1975	X	X	X	X	X	X	X	X	X	X												
EC	PRE-SCHOOL CHILD DEVELOPMENT PROJECT	1977	CONT												X	X	X	X	X	X	X	X	X	X	X
EC	PROJECT SUCCESS	1980	CONT															X	X	X	X	X	X	X	X
ENR	FRENCH AND SPANISH PROGRAM	1966	1967	X	X																				
ENR	CULTURAL EXPERIENCES (P & NP)	1966	1974	X	X	X	X	X	X	X	X	X													
ENR	ART SPECIALIST TEACHERS	1966	1973	X	X	X	X	X	X	X	X														
ENR	MOTIVATION "A" (INCLUDING R & M)	1966	1979	X	X	X	X	X	X	X	X	X	X	X	X	X	X								
ENR	MEET THE ARTIST	1974	1976									X	X	X											
ENR	YOUNG AUDIENCES	1974	1976									X	X	X											
ESOL	ENGLISH TO SPEAKERS OF OTHER LANGUAGES	1966	CONT	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
M	SPECIAL MATH PROGRAM "SEED"	1970	1973					X	X	X	X														
M	ELEMENTARY MATH RESOURCE TEACHER/AIDES	1972	CONT							X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
M	JR HIGH/MIDDLE SCHOOL MATH SPECIALIST	1975	CONT										X	X	X	X	X	X	X	X	X	X	X	X	X
M	SR HIGH MATH SPECIALISTS/SKILL CENTERS	1975	CONT										X	X	X	X	X	X	X	X	X	X	X	X	X
MEDIA	CLOSED CIRCUIT TV	1966	1973	X	X	X	X	X	X	X	X														
MEDIA,SD	COMMUNICATION EXPERIENCES	1966	1973	X	X	X	X	X	X	X	X														
R	SUMMER SCHOOL PROJECT	1966	1967	X	X																				
R	INSTRUCTIONAL MATERIALS CENTERS	1966	1975	X	X	X	X	X	X	X	X	X	X												
R	COMPUTER MANAGED INSTRUCTION	1966	1982	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X					
R	LEARNING CENTERS	1966	1982	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X					
R	CLASSROOM AIDES	1967	1975		X	X	X	X	X	X	X	X													
R	LANGUAGE ARTS READING CAMP	1968	1977			X	X	X	X	X	X	X	X	X											
R	LANGUAGE ARTS CURRICULUM PROGRAM	1968	1977			X	X	X	X	X	X	X	X	X											
R	KINDERGARTEN AIDES	1968	CONT			X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
R	DISTRICTS 1-7 READING	1970	CONT					X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
R	BENCHMARK	1974	CONT									X	X	X	X	X	X	X	X	X	X	X	X	X	X
R	MISSION: EXCELLENCE	1980	CONT															X	X	X	X	X	X	X	X
R	READING/LANGUAGE ARTS CENTER "A"	1981	CONT																X	X	X	X	X	X	X
R	READING/LANGUAGE ARTS CENTER "B"	1981	CONT																X	X	X	X	X	X	X
R	READING/LANGUAGE ARTS CENTER "C"	1966	CONT	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
R	READING/LANGUAGE ARTS CENTER "D"	1979	CONT														X	X	X	X	X	X	X	X	X
R	REPLICATING SUCCESS	1983	CONT																		X	X	X	X	X
R	OPTION 4	1984	CONT																			X	X	X	X
R	SCHOOLWIDE PROJECTS	1986	CONT																					X	X
R	READING SPEC. TRAINING AND DEV. FOR ICT	1966	1975	X	X	X	X	X	X	X	X	X	X												
SD	STANTON PROJECT	1967	1968		X	X																			
SD	NEW STAFFING PATTERNS IN EIP SCHOOLS	1967	1973		X	X	X	X	X	X	X														
SD	CREATIVE DRAMATICS	1966	1976	X	X	X	X	X	X	X	X	X	X	X											
SD	INSTRUCTIONAL MANAGEMENT	1966	1974	X	X	X	X	X	X	X	X														
SD	ACTION	1966	1974	X	X	X	X	X	X	X	X														
SD/M	MUSIC SPECIALIST TEACHERS	1966	1974	X	X	X	X	X	X	X	X														
SDC	INTENSIVE LEARNING CENTER	1966	1975	X	X	X	X	X	X	X	X	X													
SSERV	SCHOOL COMMUNITY COORDINATORS	1966	CONT	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
SSTUDY	EDUCATION IN WORLD AFFAIRS	1966	CONT	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
SSTUDY	AFRO-AMERICAN HISTORY	1967	1974		X	X	X	X	X	X	X	X													
SP.ED	ITINERANT HEARING SERVICE	1966	1975	X	X	X	X	X	X	X	X	X	X												
SP.ED.	CLASS FOR M.R.- EMR CHILDREN	1967	1973		X	X	X	X	X	X	X														
SP.ED.	ENRICHMENT ACT. FOR HEARING IMPAIRED	1972	1975							X	X	X	X												
SP.ED./SD	ACTIVITY CENTERED MATH FOR RE	1975	1977										X	X	X										
TUTORIAL	YOUTH SERVING YOUTH	1970	1973					X	X	X	X														
VOC	SALABLE VOCATIONAL SKILLS (P & NP)	1967	1969		X	X	X																		

CATEGORIES

A	AFFECTIVE EDUCATION	SD	STAFF DEVELOPMENT
C	COUNSELING PROJECTS	SDC	STAFF DEVELOPMENT CENTER
EC	EARLY CHILDHOOD EDUCATION	SSERV	SOCIAL SERVICES
ENR	CULTURAL ENRICHMENT	SSTUDY	SOCIAL STUDIES
M	MATHEMATICS	SP.ED.	SPECIAL EDUCATION
MEDIA	MEDIA PROJECTS	VOC	VOCATIONAL TRAINING
R	READING		

TABLE 2

CHAPTER 1 PROJECTS IN THE PUBLIC SCHOOLS FROM 1965 THROUGH 1987 - OPERATING YEARS

CATEGORY	NAME OF PROJECT	YEAR STARTED	YEAR ENDED	COMMENTS
A	AFFECTIVE EDUCATION	1968	1987	SD, EXPERIENTIAL LEARNING
A	ALTERNATIVE PROGRAMS	1972	1977	SPECIAL HIGH SCHOOL PROGRAMS
C	ACADEMICALLY ABLE STUDENTS	1966	1969	AFTER SCHOOL CLASSES TO RAISE ACADEMIC ACHIEVEMENT, ASPIRATION
C	COUNSELOR AIDES	1966	1974	EXTENDED COUNSELING SERVICES
C	COLLEGE PLACEMENT	1966	1974	HELPED STUDENTS TO GAIN ADMISSION INTO COLLEGE
EC	PROJECT BRIDGE	1976	1979	FOLLOW-THROUGH RELATED PROGRAM/GRADES 2-4
EC	WALNUT CENTER	1966	1976	INTEGRATED SOCIO-ECONOMIC AND ETHNIC ENVIRONMENT
EC	FOLLOW THROUGH	1966	1975	COMPREHENSIVE EARLY CHILDHOOD PROGRAM (ESEA TITLE I COMPONENT)
EC	PRE-SCHOOL CHILD DEVELOPMENT PROJECT	1977	CONT	ONE SCHOOL SITE, AGES 3-5.7 YRS.
EC	PROJECT SUCCESS	1980	CONT	FOLLOW-THROUGH RELATED PROGRAM/GRADES 1-4
ENR	FRENCH AND SPANISH PROGRAM	1966	1967	FOREIGN LANGUAGE PROGRAM
ENR	CULTURAL EXPERIENCES (P & NP)	1966	1974	LANGUAGE SKILLS AND AWARENESS OF CULTURAL RESOURCES
ENR	ART SPECIALIST TEACHERS	1966	1973	1/2 HR. ART INSTRUCTION PER WEEK
ENR	MOTIVATION "A" (INCLUDING R & M)	1966	1979	PROGRAM TO ENCOURAGE & PREPARE STUDENTS FOR COLLEGE (9-12)
ENR	MEET THE ARTIST	1974	1976	SUMMER COMPONENT FOR TALENTED STUDENTS GRADES 5-12
ENR	YOUNG AUDIENCES	1974	1976	PRESENTED PROGRAMS BY PROFESSIONAL MUSICIANS
ESOL	ENGLISH TO SPEAKERS OF OTHER LANGUAGES	1966	CONT	ESOL
M	SPECIAL MATH PROGRAM "SEED"	1970	1973	VISITING SKILLED MATHEMATICIANS TAUGHT CLASSES
M	ELEMENTARY MATH RESOURCE TEACHER/AIDES	1972	CONT	BEGAN IN BOTH PUBLIC AND NON PUBLIC SCHOOLS
M	JR HIGH/MIDDLE SCHOOL MATH SPECIALIST	1975	CONT	SMALL GROUP REMEDIATION
M	SR HIGH MATH SPECIALISTS/SKILL CENTERS	1975	CONT	SMALL GROUP REMEDIATION
MEDIA	CLOSED CIRCUIT TV	1966	1973	PROVIDED TV INSTRUCTIONAL PROGRAMS
MEDIA,SD	COMMUNICATION EXPERIENCES	1966	1973	FILM LOAN SERVICE, MEDIAL WORKSHOPS, SD
R	INSTRUCTIONAL MATERIALS CENTERS	1966	1975	MAINTAINED AND DISTRIBUTED READING MATERIALS
R	COMPUTER MANAGED INSTRUCTION	1966	1982	PREVIOUSLY CALLED "COMPUTER ASSISTED INSTRUCTION"
R	LEARNING CENTERS	1966	1982	HEADQUARTERED IN DURHAM SCHOOL, SD FOR TEACHERS AND PARENTS
R	CLASSROOM AIDES	1967	1975	SERVICE PROVIDED IN ALL CLASSES
R	LANGUAGE ARTS READING CAMP	1968	1977	LANGUAGE ARTS INSTRUCTION,DAY CAMP SETTING
R	LANGUAGE ARTS CURRICULUM PROGRAM	1968	1977	SHARED-TIME TEACHER/SMALL GROUP INSTRUCTION
R	KINDERGARTEN AIDES	1968	CONT	PROVIDED FOR AIDES IN KINDERGARTEN CLASSES
R	DISTRICTS 1-7 READING	1970	CONT	REMEDIAL READING
R	BENCHMARK	1974	CONT	BASIC SKILLS PROGRAM FOR STUDENTS IN GRADES 4-6
R	MISSION: EXCELLENCE	1980	CONT	READING & MATH SERVICES TO JR. AND SR. HIGH SCHOOL STUDENTS
R	READING/LANGUAGE ARTS CENTER "A"	1981	CONT	UNDERACHIEVING READERS, GRADES 4-6 (CRP)
R	READING/LANGUAGE ARTS CENTER "B"	1981	CONT	UNDERACHIEVING READERS, GRADES 4-6 (RHILS)
R	READING/LANGUAGE ARTS CENTER "C"	1966	CONT	UNDERACHIEVING READERS
R	READING/LANGUAGE ARTS CENTER "D"	1979	CONT	PRESCRIPTION LEARNING LABORATORY
R	REPLICATING SUCCESS	1983	CONT	WHOLE SCHOOL IMPROVEMENT
R	OPTION 4	1984	CONT	COMPREHENSIVE READING AND MATHEMATICS
R	SCHOOLWIDE PROJECTS	1986	CONT	PART OF PRORITY ONE/REPLICATING SUCCESS
R	READING SPEC. TRAINING AND DEV.FOR ICT	1966	1975	FILM LOAN/MEDIA WORKSHOPS
SD	STANTON PROJECT	1967	1968	SD, SENSITIZED TEACHERS TO COGNITIVE-AFFECTIVE STYLES
SD	NEW STAFFING PATTERNS IN EIP SCHOOLS	1966	1973	SD, ADDITIONAL CLASSROOM STAFF
SD	CREATIVE DRAMATICS	1966	1976	SD--INNOVATIVE TEACHING TECHNIQUES
SD	INSTRUCTIONAL MANAGEMENT	1966	1974	INDIVIDUALIZED INSTRUCTION MODEL-COMPUTERS USED
SD	ACTION	1966	1974	SD, SUPPLEMENTARY MATERIALS AND INSTRUCTIONAL AIDS GRADES 9-12
SD/M	MUSIC SPECIALIST TEACHERS	1966	1973	PROVIDED MUSIC INSTRUCTORS/ TAUGHT MUSIC APPRECIATION
SDC	INTENSIVE LEARNING CENTER	1966	1975	ONE SCHOOL SITE--MULTIPLE-GRADED CLASSED
SSERV	SCHOOL COMMUNITY COORDINATORS	1966	CONT	COORDINATE SCHOOL, HOME, AND COMMUNITY
SSTUDY	EDUCATION IN WORLD AFFAIRS	1966	CONT	SPONSORED BY WORLD AFFAIRS COUNCIL
SSTUDY	AFRO-AMERICAN HISTORY	1967	1974	SD (SEMINARS, WORKSHOPS CONFERENCES), INSTRUCTIONAL MATERIALS
SP.ED.	ITINERANT HEARING SERVICE	1971	1975	COMPREHENSIVE SERVICES
SP.ED.	CLASS FOR M.R.- EMR CHILDREN	1967	1973	SMALL NUMBER OF STUDENTS
SP.ED.	ENRICHMENT ACT FOR HEARING IMPAIRED	1972	1975	EXTENDED THE SCHOOL DAY, OFFERED ADDTIONAL TRAINING
SP.ED./SD	ACTIVITY CENTERED MATH FOR RE	1975	1977	PROVIDED TEACHER TRAINING AND ASSISTANCE
TUTORIAL	YOUTH SERVING YOUTH	1970	1973	TUTORING CENTERS
VOC	SALABLE VOCATIONAL SKILLS (P & NP)	1967	1969	AFTER SCHOOL CLASSES-DEVELOP VOCATIONAL COMPENTENCY

CATEGORIES

AFFECTIVE EDUCATION		SD	STAFF DEVELOPMENT
COUNSELING		SDC	STAFF DEVELOPMENT CENTER
EARLY CHILDHOOD EDUCATION		SSERV	SOCIAL SERVICES
CULTURAL ENRICHMENT		SSTUDY	SOCIAL STUDIES
MATHEMATICS		SP.ED.	SPECIAL EDUCATION
MEDIA PROJECTS		VOC	VOCATIONAL TRAINING
READING			

12. How is Chapter 1 evaluated?

There are two major thrusts to the local evaluation services provided by members of the Federal Evaluation Resources (FERS) and related technical staff in the Office of Research and Evaluation. The array of services is designed to meet local needs and comply with the requirements of Chapter 1.

An annual project evaluation includes:

- Meeting with project administrators to assist with proposal development, planning, development of objectives and evaluation techniques.
- Checking, reviewing, analyzing, and interpreting data and writing final reports; selecting, developing, and refining supplementary questionnaires, tests and surveys.
- Visiting sites, observing pupils, interviewing staff, conducting case studies, responding to project administrators' information requests; and participating in periodic meetings with project directors and staff to provide feedback.
- Producing school eligibility lists and providing allocation data.
- Providing information used to select sites.
- Generating project specific achievement information from the Chapter 1 Evaluation and Reporting System (CHIERS) file.

Annual program achievement information is produced via CHIERS for the state.

- CHIERS assumes that in the absence of an effect beyond the regular program children will maintain their achievement levels from year to year. Thus the evidence of a Chapter 1 effect above and beyond the effects of the regular school program is a pretest to posttest improvement. This is described in two ways: 1) The percentage of students who meet this criterion; 2) the improvement in the NCE (a normalized national percentile rank) associated with the mean score of the group.

Comments:

- Improvement demonstrated within this model cannot be exclusively attributed to Chapter 1. At best it is the result of the interaction of the basic education program and the additional services provided. In many instances this involves other federal and state programs.
- Because federal and state evaluation requirements have focused on standardized test scores, our ability to interpret program performance data is limited.

13. What Chapter 1 projects have been discontinued because of poor evaluations?

. It is difficult to cite projects that have been discontinued on the basis of poor student performance or poor implementation. On the other hand, evaluation information has been used by project administrators to modify project operations.

Comments:

. Project directors and program administrators have reported that evaluation reports have been neither timely nor adequate for their decision making needs.

. Project planning and evaluation should be developed in a four-way process so everyone's needs are met. Included in the process should be representatives of:

1. Offices of Instruction, School Operations, and Curriculum
2. Office of Research and Evaluation
3. Office of Categorical Programs
4. Project Administrator
5. District Superintendents and Principals

14. How are decisions made about Chapter 1 projects?

Program and project administrators report that:

- Decisions tend not to be data based because the data is not available during the funding cycle.

- The project director usually designs and operates the project on a day to day basis; however, the Office of Categorical Programs frequently involves itself at this level.

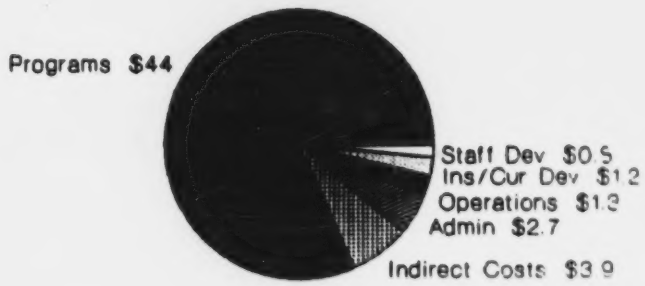
- Once programs are in operation, they are sometimes expanded; however, this often happens without supporting data or without a rationale.

- There is no clear plan for making decisions about funding levels, the allocation of schools to projects, or the assignment of projects to schools. Because of a number of historical and organizational constraints, there has not been adequate coordination of program services within Chapter 1, nor between Chapter 1 and other funded programs.

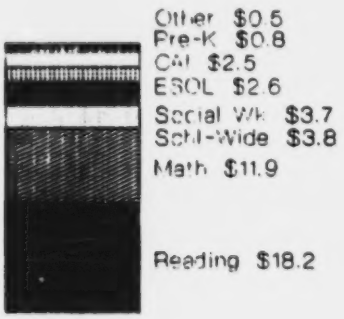
15. How are Chapter 1 funds allocated for 1987-1988?

Chapter 1 Budget for 1987-1988

Entire Budget ($53.4 million)



Program Budget ($44 million)



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OUTCOMES AND SUCCESSFUL PRACTICES

This section summarizes the results of local evaluation and describes promising practices from Philadelphia and other school districts.

Questions:

16. Is participation in Chapter 1 linked to pupil achievement in reading and mathematics?

17. Are there Chapter 1 projects in the School District of Philadelphia that have a history of success?

18. Are there successful Chapter 1 programs in other LEAs and SFAs that should be emulated in Philadelphia?

19. Within current constraints, what use of Chapter 1 resources would most likely benefit students?

Data Sources:

Carter, Launor. The Sustaining Effects Study of Compensatory and Elementary Education. Educational Researcher, 1984, 13, 4-13.

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Fishman, Roger J. Chapter 1 Evaluation and Reporting System: 1986 Update. (Report No. 8724) School District of Philadelphia, 1987. Davidoff, Stephen H. 1985 Update (Report No. 8630). See also Report No. 8509.

Frechtling, Joy. A Review of Programs and Strategies Used in Other American School Systems for Improving Student Achievement. Rockville, MD: Montgomery County Public Schools, 1984.

Kennedy, Mary M. et al. The Effectiveness of Chapter 1 Services. Washington D.C.: USOE, 1986.

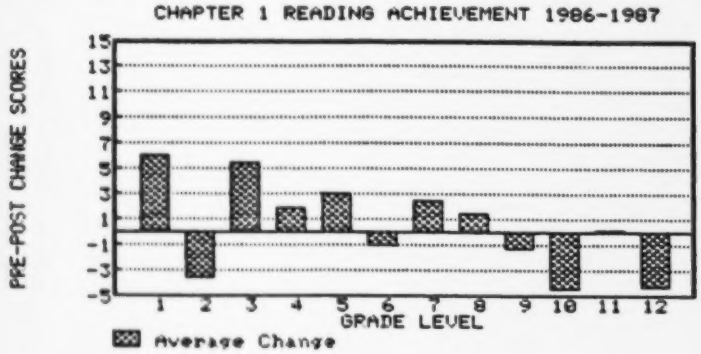
Savage, David G. Why Chapter 1 Hasn't Made Much Difference. Phi Delta Kappan, 1987, 65, 581-4.

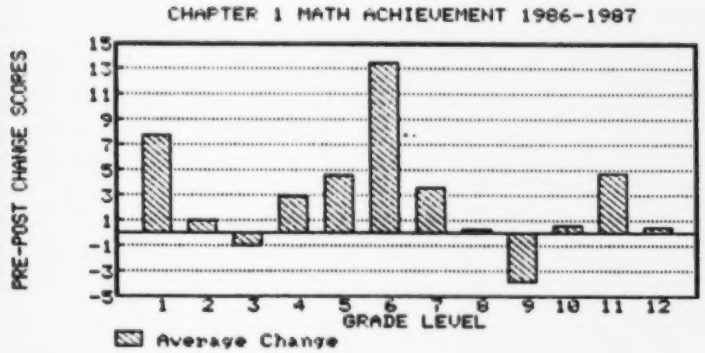
Slavin, Robert E. Making Chapter 1 Making a Difference. Phi Delta Kappan 1987, 65, 110-19.

Title I ESEA Projects: Digest of Annual Evaluations 1965-75. (Report No. 7545) School District of Philadelphia, 1975.

16. Is participation in Chapter 1 linked to pupil achievement in reading and mathematics?

The charts below describe the average NCE (Normal Curve Equivalent: a normalized National Percentile Rank) changes for the Chapter 1 program during the 1986-1987 school year. The federal evaluation model assumes that without Chapter 1 the average NCE change will be zero.





- Across all grades: In reading projects, 53% of 37,369 pupils increased their scores by at least 1 NCE. In mathematics, 56% of 20,288 pupils increased their scores by at least 1 NCE.

- In reading, for 7 of 12 grades, more than 50% of the participants' posttests exceeded their pretests. This occurred in 8 of 12 grades for mathematics.

- Achievement was lowest at the high school level.

Comments:

- The marginal level of improvement in student performance over the twenty-two years of the Chapter 1 program indicates a need for reexamination of all service models.

17. Are there Chapter 1 projects in the School District of Philadelphia that have a history of success?

Overall, the differences between the success of specific Chapter 1 projects as measured by City-Wide Test (CWT) scores over the period 1983-1986 do not appear to be meaningful. However, as listed in the table below, there have been successes within individual projects as measured by both CWT scores and other measurement instruments.

Chapter 1 Program	Indicators of Success
Benchmark	
1976-1984	The percentage of pupils gaining two or more instructional book levels increased from 60% in 1976 to 74% in 1984
1985-1986	CWT data from Spring 1985 and Spring 1986 indicated that almost one-half (47%) of the pupils exceeded their Spring 1985 scores in reading and nearly two-thirds (61%) exceeded their scores in mathematics computation
Elementary Mathematics Resource Teachers	
1972-1982	Data from the mathematics computation section of the California Achievement Test (CAT) over the period 1972-1982 showed an increase in the percentage of students (27% to 41%) scoring above the 16th percentile
1985-1986	CWT data from Spring 1985 and Spring 1986 indicated that more than one-half (53%) of the pupils exceeded their Spring 1985 scores in (what test)
Affective Education	
1968-1976	Students of teachers trained by project staff achieved significantly higher vocabulary and comprehension scores than a comparison group of non-project students on the Gates-MacGintie Reading Test
1977-1986	At least three-fourths of the Mastery Learning participating demonstrated mastery on the summative unit tests.
School Community Coordinators	
1976-1986	Project records indicate an increase of home visits made by school community coordinators from 3.5 visits daily in 1976 to 5.4 visits daily in 1986.

18. Are there successful Chapter 1 programs in other LEASs or SEAs that should be emulated in Philadelphia?

Robert E. Slavin (1987) described five effective program types: Many of those programs are implemented in Philadelphia with different names.

- Continuous-progress programs. These are programs where students proceed at their own pace moving through a sequence of clearly-defined goals. In this model the student is instructed in a small group of mixed-aged students with similar needs. These groups are constantly changing based on student performance.

- Cooperative learning programs. In these programs students are placed on a learning team with students with a range of skills and abilities. As an incentive, certificates and other forms of recognition are given to winning team members. Instruction is done in small ability-based subgroups.

- Preventive tutoring programs. These programs involve specially trained adults teaching reading one-on-one to first graders at risk. The actual tutoring time ranges from a low of 15 minutes per day to a high of 30 minutes per day. The tutors are paraprofessionals, resource teachers or older students.

- Remedial tutoring programs. In these programs, adults or older student volunteers work with low achieving students. The student volunteers also tend to make achievement gains because of their participation. Examples are: Training for Turnabout Volunteers, School Volunteer Development Project, Success Controlled Optimal Reading.

- Computer Assisted Instruction. Students in these programs spend time each day in computer drill and practice exercises.

Programs we have not tried are:

- The 12 month school (Las Vegas, and Los Angeles)

- Primary Program with reduced class size (Miami) approximately 15 Chapter 1 students per class.

- In-school-choice (Los Angeles): Chapter 1 funds and state funds are allocated on a school by school basis. School committees then decide on which programs/personnel they want. Using strict guidelines, they select from fixed options.

19. Within the current constraints, what uses of Chapter 1 resources would most likely benefit students?

A review of the literature, suggests that Chapter 1 participants benefit from:

- Programs designed to include
  - reduced class size to less than 15 to 1.
  - consistent use of experienced teachers.
  - increased time on task in reading and mathematics.
  - close coordination with the basic education program.
  - an active parental participation component.
  - frequent pupil progress monitoring and feedback.
- Preventive tutoring programs in grade 1-2.
- Remedial tutoring programs in grades 2-7.
- School-wide projects.
- Staff development which incorporates Chapter 1 teachers into the school's overall instructional program.
- A basic education program which emphasizes greater amounts of direct instruction, clear goals, fewer classroom disruptions and careful monitoring of outcomes.

FUTURE CONSIDERATIONS

This section presents recommendations for the future direction of Chapter 1 in Philadelphia based on interviews of school district personnel who have had involvement with Chapter 1 and the information presented earlier in this paper.

Questions:

20. What concerns or suggestions do School District personnel have regarding the Chapter 1 program?

21. In light of this study, what directions for Philadelphia's program should be considered?

20. What concerns or suggestions do administrators and evaluators have regarding Philadelphia's program?

The comments listed below are the result of interviews with school district staff who have had involvement with Chapter 1.

Regulations and/or Eligibility

- Modify, relax and/or redefine eligibility requirements to serve more (and different types of) students more efficiently -- the border-line cases, especially in junior high schools.

- Extend the time limit for eligibility (frequently students receive service, become ineligible, receive no service for a year, then become eligible again).

- Eligibility requirements create scheduling nightmares.

- Students bused into District 8 would benefit from service.

- Continue funding until a program is sufficiently established.

- Regulations concerning eligibility need to be revised (When a school is no longer eligible, students at-risk suffer because they are no longer recipients of service).

- It's a numbers game (scores); evaluation should concentrate more on the affective realm and successful teaching strategies.

- Evaluations seem to focus on regulation rather than the educational program.

Programming/Instruction

- Greater use of funds for disciplines other than reading and mathematics.

- Teacher selection needs to be examined; what are the qualities for a teacher to be successful with "at risk" youngsters?

- How best to support instructional staff on a daily basis and through staff development.

- Improved coordination of instruction between classroom teachers and Chapter 1 personnel; team effort essential.

- Teachers need to make better use of classroom aides (also applies to materials and supervisory personnel).

- Zero based funding would allow principal to allocate monies where needed in his/her school.

- Segregating Chapter 1 students for service may solve some problems but creates others, both academically and socially.

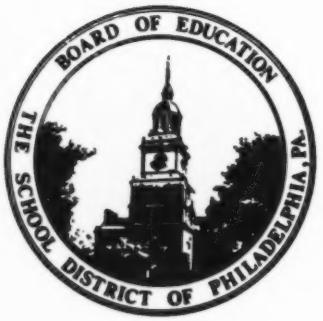
- Reduced class size is helpful.

- School-wide efforts are more successful.

21. In light of this study, what directions for Philadelphia's program should be considered?

As a result of developing this paper, the Office of Research and Evaluation suggests:

- Concentrate services on the most needy in order to close the achievement gap for at-risk students.
- Increase services at the elementary level and reduce services in the high schools.
- For those secondary school projects that are funded, allow multi-year models with close contact between staff and students, e.g., alternative programs, school within a school.
- Utilize elements that are considered to be effective for at-risk students:
  - Greatly reduced class size.
  - Experienced teachers.
  - Coordination with regular school program.
  - Coaching/monitoring.
  - Demonstrably effective instructional methods (e.g. student cooperative team learning, mastery, TESA, etc.).
  - Thorough intensive/extensive staff development.
  - Successful practices identified by effective school research.
- Develop a secondary school model that supports content subjects and incorporates life-skills and vocational readiness.
- Establish clear roles and responsibilities for each office that is part of the school district's Chapter 1 effort.
- Increase parent training/involvement to facilitate more student academic work at home.
- Conduct carefully designed pilot projects of promising practices for at-risk children using intensive evaluations.
- Conduct studies of Chapter 1 students as learners to determine what basic skill instruction they are currently being provided in regular education and Chapter 1 settings, as well as in out-of-school settings.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